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ABSTRACT

This report traces the roots of Federal involvement in adult basic education in order to place the Adult Education Act in historical perspective. A brief chronological narrative focuses attention on the Federal role in adult education in three broad program categories: education for Federal employees, labor force development programs, and programs to develop literacy and basic skills. The section that follows summarizes the provisions of adult education legislation from 1964 to 1978. It covers the Economic Opportunity Act of 1964, Adult Education Act of 1966 (Amendments of 1966), and the Amendments of 1968, 1970, 1972, 1974, and 1978. Each summary provides the legislative history, purpose, definitions, and major provisions. The final section reports the major revisions in the Adult Education Act from 1966 to 1978 under the headings used in the legislation. The year and public law number are included for each of the noted changes. (YLB)

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ED245098

A History of the Adult Education Act

NOV. 1, 1978



Public Law 95-561
95th Congress

An Act

To extend and amend expiring elementary and secondary
education programs, and for other purposes.

*Be it enacted by the Senate
and House of Representatives of
the United States of America in
Congress assembled, That this Act
may be cited as the "Education
Amendments of 1978".*

* * *

Title XIII, Part A
"The Adult Education Act"

MAY 28 1981

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National Advisory Council on Adult Education

Sec. 513.(a) The President shall appoint a National Advisory Council on Adult Education (hereinafter in this section referred to as the "Council").

(b) The Council shall consist of fifteen members who shall, to the extent possible, include persons knowledgeable in the field of adult education, State and local public school officials, and other persons having special knowledge and experience, or qualifications with respect to adult education, including education for persons of limited English-speaking ability in which instruction is given in English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons, and persons representative of the general public. The Council shall meet initially at the call of the Secretary and elect from its number a chairman. The Council will thereafter meet at the call of the chairman, but not less than twice a year. Subject to section 448(b) of the General Education Provisions Act, the Council shall continue to exist until October 1, 1984.

(c) The Council shall advise the Secretary in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including policies and procedures governing the approval of State plans under section 306 and policies to eliminate duplication, and to effectuate the coordination of programs under this title and other programs offering adult education activities and services.

(d) The Council shall review the administration and effectiveness of programs under this title, make recommendations with respect thereto, and make annual reports to the President of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to adult education activities and services). The President shall transmit each such report to the Congress together with his comments and recommendations. The Secretary of Education shall coordinate the work of the Council with that of other related advisory councils.

This report is published under provisions of the Adult Education Act and the Federal Advisory Committee Act.

National Advisory Council on Adult Education, 1980

November 1980

A History of the Adult Education Act

NOVEMBER 1980

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Preface

The Adult Education Act 1964-1978 A History of the Adult Education Act

The Federal government has been involved in adult education for over 200 years. Although the nature and extent of Federal attention to the needs of adult learners have varied over this period, the government, from its earliest days, has provided funds to establish, encourage, and expand programs to assist adults in overcoming those educational deficiencies that would hinder their productive and responsible participation in the life and growth of the nation.

The history of adult education has not been continuous. At times, Federal efforts have been disjointed; at other times, they have overlapped. This report traces the roots of Federal involvement in adult basic education in order to place the Adult Education Act in historical perspective. The purpose of this study is twofold:

1. To give the generalist a broad overview of the Federal role in adult education and basic information about one major adult education enactment; and
2. To provide a guide to the primary source material related to the Adult Education Act.

In addition to its twofold purpose, this study is part of the Council's continuing effort to fulfill its pledge made in September 1971, in the *Interim Report* to the President, to embark on projects which would provide research, statistics, and information to the executive branch of the government, the congress, and the practicing adult educator.

Maxie C. Jackson, Jr.
Chairperson

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Introduction

Two decades ago, Congressional leaders and educators became aware of a major societal problem which had been in America for years, but had never been openly recognized. The problem was one of illiteracy.

There are more than 50 million adults in the United States who do not have a high school diploma. Of these, 15 million have less than eight years of schooling. These most undereducated find themselves relegated to second class citizenship by their inability to function within the changing economic and social framework of the computer age. Mostly unemployed or underemployed, many on welfare, they experience defeat and despair that feeds back to the family and community. In the midst of the affluent society they are bleak and unstable islands of wasted human talent repeated generation after generation.

The Adult Basic Education Program was established by the Economic Opportunity Act of 1964 and funded in 1965. The Adult Education Act of 1966 and subsequent amendments, including the Education Amendments of 1978, have broadened and strengthened the Adult Education Program.

The present Act—P.L. 95-561, The Education Amendments of 1978, and Title XIII, Part A of that legislation (The Adult Education Act) expires in fiscal year 1983. The National Advisory Council on Adult Education has implemented a reauthorization process for developing recommendations and technical amendments for improving the Federal program. As part of that process, the Council is publishing several reports which will serve as resource materials. This report, which provides a history of the Federal legislation, is one of those resource documents. Historical studies are not only chronicles of the past, but documents that provide future generations with information about present values and perspectives. The Council recognizes that the writing of a history of the Federal Adult Education Act is an ongoing process.

The Governmental Relations and Legislation Committee of the Council is indebted to the Council staff and consultants for their efforts in compiling the history of a political and cultural movement in public adult education.

James A. Woods, S.J.
Committee Chairperson

A Historical Overview

In examining the origins of the current federal role in adult education three broad program categories emerge:

1. education for government employees, both civilian and military;
2. manpower development programs; and
3. programs to develop literacy and basic skills.

The brief chronological narrative that follows will focus attention primarily on those activities within each of the three programming areas that were designed to serve adults functioning at an educational level of less than high school completion.

Education for Federal Employees

The earliest evidence of expenditure of federal funds for education of any kind was made in 1777 for the purpose of providing instruction in mathematics and military skills to soldiers of the Continental Army. This modest effort marks the beginning of federal attention to providing funds for the education of persons employed by the national government.

During the nineteenth century military special service schools were established. In 1980 a vastly expanded network of such schools provides training in all the skills necessary for a post-industrial military force.

Since World War I, the military service has played a leadership role in developing programs, curricular materials and special instructional techniques for the education of illiterate adults. During World War II 300,000 illiterate men were inducted into the army and given a 90 day education program to bring their skills to at least the fourth grade level. A similar program, Project 100,000, was initiated in 1969. The methods, materials, and diagnostic techniques developed for these programs have been widely adopted by civilian adult basic education programs throughout the country.

The Department of Defense has also established general educational development programs to enable service personnel to attain at least high school completion, and to encourage participation in educational activities for self-improve-

ment. There are approximately 300 Army Education Centers throughout the world.

The General Educational Development (GED) tests in use throughout the United States were first developed by the Department of Defense in cooperation with the American Council on Education. Millions of adults have earned GED equivalency certificates as a result of participating in the educational programs of the military services.

Although training activities were being provided to civil servants at least since the establishment of the Federal School for Engravers in 1879, there was no formal employee development policy until 1955 (Executive Order 9830).

Three years later, the Government Employees Training Act of 1958 formalized the procedures and funding patterns for providing educational services for government employees.

Programs for professional, administrative and technical employees were the initial focus of government training activities. However, Executive Order 11478 (1969) and P.L. 92-261 (1972), requiring affirmative action to ensure equal employment opportunities within the federal service, encouraged the development of training programs to improve the educational and technical skills of employees at the lowest levels of the federal service to facilitate their advancement into more financially rewarding positions.

Manpower Development Programs

The grants of money and land that were made to territories and states for educational purposes in the period between the passage of the Ordinance of 1787 and the first Morrill Act (1862) did not delimit the educational services to be provided. The Morrill Act, which established the land-grant colleges, was the first major educational legislation in which the federal government specified the nature of the programs authorized to receive funds. The colleges established by the Act were to focus on developing professional and technical manpower in the fields of agriculture and mechanical arts. The passage of the Morrill Act stimulated immediate efforts to obtain federal support for vocational programs at the high school level. Pressure for such legislation culminated in the passage of the Smith-Hughes Act (1917). This legislation provided federal grants to be matched by state funds, to support occupational training in agriculture, home economics, trades and industries. Subsequent amendments authorized support for training in health occupations, in the fishery trades, in the technical skills required for national defense, and in office occupations.

During the depression of the 1930's, five employment-related educational programs were initiated: 1) the Federal Emergency Relief Act, which had components of adult education and vocational rehabilitation; 2) the Works Projects Administration, which provided literacy and citizenship education as well as academic education at the college level; 3) the National Youth Administration, which provided job skills training for unemployed youth; 4) the Civilian Conservation Corps, which provided young people with job training and employment; and 5) the Bureau of Apprenticeship, which was designed to stimulate training of workers in the building trades and later extended to other skilled occupations. Of these programs, only the Bureau of Apprenticeship remained in existence after economic recovery.

By the mid-1960's there were again powerful economic and social forces operating that resulted in legislative responses to previously neglected educational and training needs of those adults who were poor, unemployed, unskilled and undereducated. One of these was an economic recession, with unemployment rates climbing to the highest levels since the 1930's. The other major force was the civil rights movement, which demanded an end to social, political and economic discrimination and redress of the inequities suffered by its victims.

Initially, the programs that were established to stimulate economic growth focused attention on providing training to unemployed heads of households who had previous employment experience. The Area Redevelopment Act (1961) and the Manpower Development and Training Act (1962) sought to aid those persons whose unemployment was caused by geographic shifts in the demand for labor, and changes in skill requirements due to technological advances. These measures were not designed to be responsive to those who were chronically unemployed and lacked basic educational requirements for entry into training programs.

The 1963 amendment to the Manpower Development and Training Act contained specific provisions to meet the needs of these populations by providing funds for teaching basic educational skills to unemployed adults and out-of-school youth to prepare them for participation in skills training programs.

The present Vocational Education Amendments, recognizing that many people were not able to participate in regular vocational education activities, will authorize additional funds for programs specifically designed to assist persons

with academic, socioeconomic, English language or other handicaps as well as for other adults who needed training or retraining to achieve stable employment or advancement.

In 1977, Congress passed the Youth Employment and Demonstration Projects Act (P.L. 95-93) to address rapidly rising unemployment among the nation's youth.

The Comprehensive Employment and Training Act (CETA) had an emphasis on programs for out-of-school youth and school dropouts. Many local and state adult education projects and state plans contained program cooperative agreements with CETA.

In 1980, a Vice President Task Force in concert with Congress expressed concern about the problem of youth unemployment. The Congress in 1981 will take action on a Youth Act to strengthen and improve efforts of local educational agencies and institutions in helping youth and young adults with special problems in preparing for participation in the labor force.

Programs to Develop Literacy and Basic Skills

Federal funds for literacy programs were made available in 1918 with the passage of the Immigration and Nationality Act, which assists public schools in providing English language, history, government and citizenship programs for candidates for naturalization. The federal role in this activity is limited to providing candidates with information about the availability of programs and providing schools with textbooks and other curriculum materials.

The historic roots of basic educational skills programs for adults are more difficult to trace than those of employee development and manpower programs. This is due in part to the lack of general agreement about the meaning of the term "basic skills," and in part to the inclusion of basic education components in programs initiated for other purposes. The manpower and vocational education legislation described in the preceding section are examples of the latter situation.

The Smith-Lever Act (1914), which established the Cooperative Extension Service, is the first piece of major legislation requiring the matching of federal funds with state, local and/or institutional monies. Grants to states are provided for the purpose of helping people not enrolled in school to understand and utilize effective practices in farming, marketing, family living and community development. Programs are also available to assist adults in identifying and solving family and community problems. These services can appro-

priately be included in a listing of federally funded basic skills programs.

During the 1960's, Extension Service programs, which had previously focused attention on providing educational services to solve agricultural and rural problems, began to offer assistance to the urban poor and for the development of community resources in urban areas.

The Library Service Act (1956) brought public library programs to rural adults. The 1964 Library Services and Construction Act (amended in 1970) is of particular importance in the history of public adult education because the funds made available under these enactments stimulated the delivery of library services to economically and socially disadvantaged, handicapped, home-bound and institutionalized adults.

Although these programs, and those described in the earlier sections of this study, have served millions of Americans, millions more were excluded from participation. Some adults lacked the basic educational skills necessary for participation; others were excluded because of their age, their geographical location, their labor market status or because of a physical or mental handicap. Even the G.I. Bill (the Veterans Readjustment Benefits Act), which opened new educational opportunities to many who were poor, was available only to those who were able to qualify for and enter military service.

In 1962, the Committee on Education and Labor, U.S. House of Representatives, conducted hearings on the need for categorical federal support for adult basic education. Two bills were then being considered that would have encouraged the development of state programs of adult basic education. In 1963, an Adult Basic Education Act was again proposed and defeated.

By 1964, although the general employment picture was improving, disproportionately high concentrations of unemployment remained for Blacks, for non-English-speaking adults and for the undereducated. Neither manpower development and vocational education programs nor fiscal and monetary policies were effective in altering this situation. The Civil Rights Act (1964) and subsequent Executive Orders that prohibited discrimination in employment practices based on race, sex, age, religion or national origin still left large numbers of adults with limited educational attainment at a competitive disadvantage in the labor market, and with the inability to take advantage of other social services generally available to the better educated segments of society.

With the passage of the Economic Opportunity Act (1964), the Adult Basic Education Program was established. This program sought to remedy the inequities of educational disadvantage by offering persons 18 years of age (16 years of age—P.L. 91-230: 1970) and older the opportunity to develop reading, writing, language and arithmetic skills to enable them to obtain or retain employment and otherwise participate more fully as productive and responsible citizens.

The Office of Economic Opportunity provided funds to the U.S. Office of Education to administer the program until the Adult Education Act (1966) placed the program entirely within the U.S. Office of Education.

At present, under provisions of P.L. 95-561, adult basic and secondary level educational programs are established in each of the fifty states, the District of Columbia, American Samoa, Guam, Puerto Rico, the Trust Territory of the Pacific Islands, the Virgin Islands, and the Northern Mariana Islands. Funds are available to state and local education agencies to meet the costs of instruction, to employ and train qualified adult educators, and to develop specialized curriculum and techniques appropriate for adult learners.

The 1978 amendments mandate the states, in unusually specific language, to conduct vigorous programs of outreach for those most in need of instruction in basic skills, to provide such assistance to these potential students as flexible schedules, transportation and child care help, and to consult with a broad range of public and private interests and organizations in preparation of state plans and in their implementation.

The statute itself lists representatives of business and industry, labor unions, public and private educational agencies and institutions, churches, fraternal and voluntary organizations, community organizations, state and local manpower and training agencies, and representatives of special adult populations, including residents of rural areas, residents of urban areas with high rates of unemployment, adults with limited English language skills, and institutionalized adults as required to be involved in developing the plan and carrying it out "especially with regard to the expansion of the delivery of adult education services through those agencies, institutions, and organizations."

Enrollments in programs funded under the Adult Education Act have increased from 37,991 in fiscal year 1965 to almost two million people served in fiscal year 1980.

The section that follows summarizes the provisions of this legislation from 1964 to 1978.

Adult Education Legislation: 1964-1978

Economic Opportunity Act of 1964

Title II, Part B,
Adult Basic
Education Programs
(P.L. 88-452)

Legislative History

S. 2642 introduced by Senator Patrick McNamara (Michigan) and 35 others and referred to the Committee on Labor and Public Welfare, March 16, 1964

- Reported with amendments, Senate Report No. 1218, July 8, 1964
 - Supplemental Senate Report No. 1218, July 22, 1964
 - Debated in Senate, July 21-23, 1964
 - Amended and passed Senate, July 23, 1964
 - Amended and passed House (in lieu of H.R. 11377), House Report No. 1458, August 8, 1964
 - Senate concurs in House amendment, August 11, 1964
- Signed by President Johnson, P.L. 88-452, August 20, 1964.

Purpose

It is the purpose of this legislation to initiate programs of instruction for persons 18 years old and older whose inability to read or write the English language constitutes a substantial impairment of their ability to obtain or retain employment.

Definitions

State educational agency. The state board of education or other agency primarily responsible for the state supervision of public elementary or secondary schools, or for adult education in public schools.

Local education agency: A public board of education or other public authority which has administrative control or direction of public elementary, secondary or adult schools of a political subdivision of a state.

Grants to States

The Director of the Office of Economic Opportunity was authorized to make grants to states to assist in:

- The establishment of pilot projects by local education agencies to demonstrate, test or develop special materials or methods of instruction; to stimulate the development of local educational agency programs for instruction; to acquire information concerning the materials or methods needed for an effective program for raising adult basic educational skills;
- meeting the cost of local educational agency programs for instruction of adults;
- development or improvement of technical or supervisory services by the state educational agency.

State Plans

In order to receive funds, each state was required to submit a plan which was to provide for:

- the administration of the program by the state educational agency;
- submission of reports to the Director of the Office of Economic Opportunity regarding the adult program;
- cooperative arrangements between the state educational agency and the state health authority to supply health information and services for participants in the program.

State Allotments

From the funds appropriated for this program, up to two per cent could be made available to Puerto Rico, Guam, American Samoa, and the Virgin Islands. The remainder of the appropriated money would then be distributed to the states on the basis of the relative number of persons 18 years old and older in each state who had completed no more than five grades of school or its equivalent. No state could receive less than \$50,000 and each state's allotment could be proportionately reduced to reach this \$50,000 base.

The federal share for the adult education program was set at 90 percent for fiscal year 1966 and 50 per cent for fiscal year 1967.

**PROGRAM INFORMATION P.L. 88-452
(ECONOMIC OPPORTUNITY ACT) 1964**

	FY 1965	FY 1966
Appropriation: State Grant Program	\$18,612,000 *	\$19,689,063
Number of Enrollments	37,991	377,660
Appropriation: Teacher Training	NA	\$ 1,055,000
Number of Staff Served	165	982

* \$14,500,000 carried over to FY 1966

Adult Education Act of 1966

Legislative History

**Title III
of the
1966 Amendments
to the
Elementary and Secondary
Education Act
(P.L. 89-750)**

H.R. 13161 introduced by Congressman Carl D. Perkins (Kentucky) and referred to the Committee on Education and Labor, March 1, 1966

- Reported with amendments, House Report No. 1814, August 5, 1966
- Supplemental Report, House Report No. 1814, Part 2, August 27, 1966
- Made Special Order, House Resolution 1025, October 4, 1966
- Debated in the House, October 5-6, 1966
- Amended and passed the House, October 6, 1966
- Amended and passed the Senate (in lieu of S. 3046) Senate Report No. 89-1674, October 7, 1966
- House disagrees to Senate amendments and asks for a conference, October 10, 1966
- Senate insists on its amendments and agrees to a conference, October 17, 1966
- Conference report, House Report No. 2309, submitted in House and agreed to October 20, 1966

- Conference report submitted in Senate and agreed to October 22, 1966

Signed by President Johnson, P.L. 89-750, November 3, 1966

Purpose

It is the purpose of this legislation to encourage and expand basic educational programs for adults to enable them to overcome English language limitations, to improve their basic education in preparation for occupational training and more profitable employment, and to become more productive and responsible citizens.

Definitions

Adult: Any individual who has attained the age of eighteen.

Adult education: Services or instruction below the college level for adults who do not have a certificate of graduation from secondary school and are not currently enrolled in schools.

Adult basic education: Education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment, with a view to making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing their opportunities for more profitable and productive employment, and to making them better able to meet their adult responsibilities.

Commissioner: The Commissioner of Education

Local education agency: A public board of education or other public authority which has administrative control or direction of public elementary, secondary or adult schools of a political subdivision of a state.

State: Includes the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands.

State education agency: The state board of education or other agency primarily responsible for the state supervision of public elementary and secondary schools, or of adult education in public schools.

Grants to States

Not less than 10 per cent nor more than 20 per cent of the sums appropriated were reserved for special demonstration projects and teacher training (described below).

From the remainder of the appropriated funds, no more

than two per cent could be distributed among Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands.

Each state then received an amount distributed in relation to the proportion of adults in the state who had completed five grades of school or less.

In order to receive funds, each state was required to submit a plan setting forth a program which provides for:

- progress with respect to all segments of the adult population and all areas of the state;
- the administration of the plan by the state educational agency.
- cooperative arrangements between the state educational agency and the state health authority to make available health information and services for adults;
- grants to public and private nonprofit agencies for special projects, teacher training and research; and
- cooperation with community action programs, work experience programs, VISTA, work study and other programs relating to the antipoverty effort.

Payments

The federal share for each state could be used to pay up to 90 per cent of the cost of establishing or expanding adult basic education programs. Non-federal expenditures for each year could be no less than the amount expended during the preceding year.

Special Experimental Demonstration Projects and Teacher Training

Not less than 10 per cent nor more than 20 per cent of the funds appropriated were reserved to the Commissioner to make special project grants or to provide teacher training grants to local educational agencies and other public or private nonprofit agencies. Special experimental demonstration projects and teacher training grants require a non-federal contribution of at least 10 percent of the costs of such projects.

Special projects were defined as those involving the use of innovative methods, systems, materials, or programs of national significance or special value. Special project funds could also be used to carry out programs in cooperation with other federal, federally-assisted, state or local programs of unusual promise in promoting a comprehensive or coordinated approach to the problems of persons with basic educational deficiencies.

Grants for training persons engaged, or preparing to engage, as personnel in adult education programs could be provided to colleges or universities, state or local educational agencies, or other appropriate public or private nonprofit agencies or organizations.

Stipends and allowances were authorized for persons undergoing training.

Advisory Committee on Adult Basic Education

The Commissioner of Education was designated the chairman of a National Advisory Committee on Adult Basic Education. Seven additional members were to be appointed by the President.

The Advisory Committee was given the following responsibilities:

- to advise the Commissioner in the preparation of general regulations and policy matters relating to the administration of the Act, to the elimination of duplication and to the coordination of programs funded under this title with other adult education activities and services;
- to review the administration and effectiveness of the adult basic education program and other federally supported adult education programs; and
- to make annual reports to the President.

PROGRAM INFORMATION P.L. 89-750 (ADULT EDUCATION ACT 1966)

	FY 1967	FY 1968
Appropriation: State Grant Program	\$26,280,000	\$32,200,000
Number of Enrollments	388,935	455,730
Appropriation: Special Projects (Sec. 309b)	\$ 1,520,162	\$ 6,550,000
Number of Projects Funded	13	21
Appropriation: Teacher Training (Sec. 309c)	\$ 1,399,838	\$ 1,500,000
Number of Staff Trained	1,197	2,004

1968 Amendments to the Adult Education Act

**Title IV
of the
1968 Amendments
to the
Elementary and Secondary
Education Act
and Related Amendments
(P.L. 90-247)**

Legislative History

H.R. 7819 introduced by Congressman John Brademas (Indiana) and referred to the Committee on Education and Labor, April 3, 1967

- Reported with amendment, House Report No. 185, May 11, 1967
- Made Special Order, House Resolution, No. 444, May 22, 1967
- Debated in House, May 22-24, 1967
- Amended and passed the House, May 24, 1967
- Referred to Senate Committee on Labor and Public Welfare, May 31, 1967
- Reported with amendments, Senate Report No. 726, November 6, 1967
- Debated in Senate, December 1-11, 1967
- Amended and passed Senate, December 11, 1967
- House disagrees to Senate amendments and requests a conference, December 11, 1967
- Senate agrees to conference, December 12, 1967
- Conference Report, House Report No. 1049, submitted in the House and agreed to December 15, 1967
- Conference Report submitted in the Senate and agreed to December 15, 1967

Signed by President Johnson, P.L. 90-247, January 2, 1968

Revision of State Allotments

These amendments retained the allotment formula for distributing funds (see P.L. 89-750), and provided a base state allotment of \$100,000 for each state. The federal share for adult education programs in the Trust Territory of the Pacific Islands was set at 100 per cent. The 90 per cent federal and 10 per cent state funding ratio was retained for the other outlying areas and the states.

Eligible Grant Recipients

Private nonprofit agencies were added as eligible adult education grant recipients.

PROGRAM INFORMATION P.L. 90-247 (1968 Amendments)

	FY 1969	FY 1970
Appropriation: State Grant Program	\$36,000,000	\$40,000,000
Number of Enrollments	484,626	535,613
Appropriation: Special Projects (Sec. 309b)	\$ 7,000,000	\$ 7,900,000
Number of Projects Funded	28	41
Appropriation: Teacher Training (Sec. 309c)	\$ 2,000,000	\$ 2,000,000
Number of Staff Trained	1,587	1,727

1970 Amendments to the Adult Education Act

Legislative History

H.R. 514 introduced by Congressman Carl Perkins (Kentucky) and referred to the Committee on Education and Labor, January 3, 1969

- Reported with amendments, House Report No. 114, March 24, 1969
- Made Special Order, House Resolution 366, April 15, 1969
- Debated in the House, April 21-22, 1969
- Passed the House, April 23, 1969
- Referred to the Senate Committee on Labor and Public Welfare, April 25, 1969
- Reported with amendments, Senate Report No. 634, January 21, 1970
- Debated in the Senate, February 4-19, 1970

**Title III
of the
1970 Amendments
to the
Elementary and Secondary
Education Act
(P.L. 91-230)**

- Amended and passed the Senate, February 19, 1970
- House disagrees to Senate amendments and asks for a conference, March 9, 1970
- Senate agrees to a conference, March 9, 1970
- Conference Report, House Report No. 937, submitted in Senate and agreed to March 24, 1 April 1970
- Conference Report submitted in House and agreed to, April 7, 1970

Signed by President Nixon, P.L. 91-230, April 13, 1970.

Revised Statement of Purpose

It is the purpose of this legislation to expand educational opportunity and encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and make available the means to secure training that will enable them to become more employable, productive, and responsible citizens.

Definitions

Three definitions were added to the legislation.

Adult: Any individual who has attained the age of sixteen.

Academic education: The theoretical, the liberal, the speculative, and classical subject matter found to compose the curriculum of the public secondary school.

Institution of higher education: Any institution as defined by section 801(e) of the Elementary and Secondary Education Act of 1965.

Revision of State Allotments

These amendments revised the allotment formula for the distribution of federal funds. The two per cent set aside for Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands and the Virgin Islands was retained.

A base of \$150,000 was then provided for each state.

From the remainder of appropriated funds, each state was allocated an amount based on the proportion of adults not enrolled in school and who do not have a certificate of graduation from secondary school.

Revision of State Plan Requirements

In addition to all previous requirements, these amendments

provided that special emphasis be given to adult basic education programs except where such needs can be shown to have been met.

National Advisory Council on Adult Education

This legislation established a 15-member, Presidentially appointed, National Advisory Council on Adult Education. The chairman is to be elected by the Council from among the appointees. The responsibilities of the Council include:

- advising the Commissioner in the preparation of general regulations;
- advising the Commissioner with respect to policies and procedures governing state plans and policies to eliminate duplication;
- advising the Commissioner with respect to coordination of programs offering adult education activities and services;
- reviewing the administration and effectiveness of programs;
- making annual reports to the President of findings and recommendations relating to adult education activities and services.

Appropriations Authorized

These amendments authorized an additional appropriation, not to exceed five per cent of the sums appropriated for programs, to pay the cost of administration and development of state plans and other activities required by the legislation.

PROGRAM INFORMATION P.L. 91-230 (1970 Amendments)

	FY 1971	FY 1972
Appropriation: State Grant Program	\$44,875,000	\$51,134,000
Number of Enrollments	620,922	820,514
Appropriation: Special Projects (Sec. 309b)	\$ 6,639,984	\$ 6,992,563
Number of Projects Funded	49	58
Appropriation: Teacher Training (Sec. 309c)	\$ 3,360,016	\$ 3,007,437
Number of Staff Trained	2,800	23,600

Title IV, Part C
of the
1972 Amendments
to the
Elementary and Secondary
Education Act
(P.L. 92-318)

1972 Amendments to the Adult Education Act

Legislative History

S. 659 introduced by Senator Claiborne Pell (Rhode Island) and 13 others, and referred to the Committee on Labor and Public Welfare, February 8, 1971

- Reported to the Senate, Senate Report No. 92-346, August 3, 1971
 - Debated in the Senate, August 4-6, 1971
 - Passed the Senate, August 6, 1971
 - Referred to the House Committee on Education and Labor, August 8, 1971
 - Passed the House with amendment in lieu of H.R. 7248, House Report No. 92-554, November 4, 1971
 - House requests conference, November 8, 1971
 - Reported to the Senate with an amendment, Senate Report No. 92-604, February 7, 1972
 - Debated in the Senate, February 22-March 1, 1972
 - Senate agrees to House amendment, March 1, 1972
 - House requests a conference, March 8, 1972
 - Senate agrees to a conference, March 13, 1972
 - Conference Report, Senate Report No. 92-798, May 18, 1972
 - Conference Report agreed to in the Senate, May 24, 1972
 - Conference Report agreed to in the House, June 8, 1972
- Signed by President Nixon, P.L. 92-318, June 23, 1972

Improvement of Educational Opportunities for Adult Indians

The 1972 amendments added a section authorizing grants to state and local educational agencies and to Indian tribes, institutions and organizations to support planning, pilot and demonstration projects providing adult education for Indians. Funds were authorized to support:

- programs to improve employment and educational opportunities for adult Indians
- programs of basic literacy and high school equivalency
- research and development of innovative techniques for achieving literacy

- basic surveys and evaluations of the problems of illiteracy and lack of high school completion on Indian reservations
- dissemination of information and materials related to educational programs, services and resources available to Indian adults.

Authorization of funds to carry out adult Indian education programs was set at \$5,000,000 for fiscal year 1972; \$8,000,000 for fiscal year 1973; and \$8,000,000 for fiscal year 1974.

**PROGRAM INFORMATION P.L. 92-318
(1972 Amendments)**

	FY 1973	FY 1974
Appropriation: State Grant Program	\$53,300,000	\$53,485,000
Number of Enrollments	822,469	956,401
Appropriation: Special Projects (Sec. 309b)	\$ 6,734,400	\$ 7,000,000
Number of Projects Funded	55	50
Appropriation: Teacher Training (Sec. 309c)	\$ 3,000,000	\$ 3,000,000
Number of Staff Trained	23,500	25,405

1974 Amendments to the Adult Education Act

Legislative History

**Title VI, Part A
of the
1974 Amendments
to the
Elementary and Secondary
Education Act
(P.L. 93-380)**

H.R. 69 introduced by Congressman Carl Perkins (Kentucky) and referred to the Committee on Education and Labor, January 3, 1973

- Reported with amendments, House Report No. 93-805, February 21, 1974
- Debated in the House, March 12, 1974 and March 26, 1974
- Passed in the House, March 27, 1974

- Referred to the Senate Committee on Labor and Public Welfare, March 27, 1974
 - Debated in the Senate, May 8-16, 1974
 - Passed Senate in lieu of S. 1539, Senate Report No. 93-1026, May 20, 1974
 - Conference Report, House Report No. 93-1211, July 23, 1974
 - House agrees to Conference Report, July 24, 1974
 - Senate agrees to Conference Report, July 31, 1974
- Signed by President Ford, P.L. 93-380, August 21, 1974

Definitions

The following definition was added to the legislation:

Community school program: A program in which a public building, including but not limited to a public elementary or secondary school or a community or junior college, is used as a community center operated in conjunction with other groups in the community, community organizations and local governmental agencies, to provide educational, recreational, cultural, and other related community services in accordance with the needs, interests, and concerns of the community.

Revision of State Allotments

These amendments set the allotment for Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands at no more than one per cent of the appropriated funds. The distribution formula described in P.L. 91-230 is retained.

Revision of State Plan Requirements

These amendments add four new requirements to the content of state plans:

- programs for institutionalized adults: no more than 20 per cent of state grant money may be used for such programs;
- provisions for cooperation with manpower development and training programs, occupational education programs, and reading improvement programs;
- allotment of not more than 20 percent of state grant funds for adult secondary programs;
- provisions for special assistance to the needs of persons of limited English-speaking ability, by providing bilingual adult education programs in which instruction is given in

English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons.

Use of Funds for Special Experimental Demonstration Projects and Teacher Training

These amendments provide that 15 per cent of the state grant be used for special projects and for training persons engaged, or preparing to engage, as personnel in adult education programs.

Special projects for persons of limited English-speaking ability were added to this section under these amendments.

Clearinghouse on Adult Education

These amendments provide that the Commissioner establish and operate a clearinghouse to collect and disseminate information pertaining to:

- the education of adults and adult education programs;
- ways of coordinating adult education programs with manpower and other education programs;

The Commissioner is authorized to enter into contracts with public agencies or private organizations to operate the clearinghouse.

Special Projects for the Elderly

The Commissioner is authorized to make grants to state and local educational agencies or other public or private nonprofit agencies for programs for elderly persons whose ability to speak and read the English language is limited and who live in an area with a culture different than their own. Such programs shall be designed to equip elderly persons to deal successfully with the practical problems in their everyday life, including the making of purchases, meeting their transportation and housing needs, and complying with governmental requirements such as those for obtaining citizenship, public assistance and social security benefits, and housing.

In carrying out the program, the Commissioner shall consult with the Commissioner of the Administration on Aging for the purpose of coordinating programs with those authorized under the Older Americans Act of 1965.

State Advisory Councils

These amendments provide that state advisory councils be established and maintained. Membership is to include:

- persons knowledgeable in the field of adult education;
- representatives of the state educational agency or of local educational agencies;
- persons who have received adult education training;
- representatives of the general public.

A chairman is to be selected from the membership of the state advisory council. Responsibilities of the council include:

- advising the state educational agency on the development and administration of the state plan;
- advising the state educational agency on long-range planning and evaluation;
- preparing an annual report of its recommendations to be submitted to the state educational agency and to the National Advisory Council on Adult Education;
- conducting at least four meetings each year, including at least one public meeting.

National Advisory Council on Adult Education

These amendments provide for persons with special knowledge and experience in education for adults of limited English-speaking ability to be members of the National Advisory Council on Adult Education.

Authorization of Appropriations

Effective after June 30, 1974, grants to each state shall not be less than 90 per cent of the grants made in fiscal year 1973.

PROGRAM INFORMATION P.L. 93-380 (1974 Amendments)

	FY 1975	FY 1976	FY 1977	FY 1978
Appropriation: State Grant Program	\$67,500,000	\$67,500,000	\$71,500,000	\$80,500,000
Number of Enrollments	1,221,210	1,651,094	1,686,276	1,760,000
		+ \$ 4,991,000 to States for Indochina refugees.	+ \$10,250,000 grants to States and local educa- tional agencies for Indochina refugees.	

**Title XIII, Part A
of the
Education Amendments
of 1978
(P.L. 95-561)**

1978 Amendments to the Adult Education Act

Legislative History

H.R. 15 introduced by Congressman Carl Perkins (Kentucky) and referred to the Committee on Education and Labor, January 4, 1977.

S. 1753 introduced on June 24, 1977, by Senator Claiborne Pell (Rhode Island) and referred to Committee on Education and Labor.

- H.R. 11282, the Administration's bill, introduced by Congressman Perkins, March 3, 1978
- H.R. 15 passed by House on July 15, 1978
- S. 1753 considered in Senate on August 15, 1977
- H.R. 15, amended, is passed by Senate in lieu of S. 1753, August 24, 1978
- Senate agrees to Conference Report (Report No. 85-856) on October 12, 1978
- House agrees to Conference Report (95-1137) on October 15, 1978

Signed by President Carter, P.L. 95-561 on November 1, 1978.

Revised Statement of Purpose

"enable all adults to acquire basic skills necessary to function in society" was added to the purpose.

Definitions

The amendment added adults who "lack sufficient mastery of basic educational skills to enable them to function effectively in society" to those to be served by the federal adult basic education programs.

Grants to States

The amendment substituted:

—"by public or private nonprofit agencies, organizations, and institutions" for "private nonprofit agencies" and added provision that grants to carry out programs by public or private nonprofit agencies, organizations, and institutions be made only if the applicable local educational agency has been consulted and has had an opportunity to comment upon the application, that the application be

approved only if the consultation has taken place, and that the application contain a description of the cooperative arrangements that have been made to deliver services to adult students.

Revision of State Allotments

The Northern Mariana Islands are added to the possessions and territories included in the not more than one per centum of the total appropriation to be allotted by the Commissioner of Education (Secretary of Education assumes this authority under Public Law 96-88, establishing the Department of Education.)

Revision of State Plan Requirements

Efforts to broaden involvement of a variety of resources in the state programs caused the state plan section to be amended to read:

- describe the means by which the delivery of adult education services will be significantly expanded through the use of agencies, institutions, and organizations other than the public school systems, such as business, labor unions, libraries, institutions of higher education, public health authorities, antipoverty programs, and community organizations;
- describe the means by which representatives of business and industry, labor unions, public and private educational agencies and institutions, churches, fraternal and voluntary organizations, community organizations, State and local manpower and training agencies, and representatives of special adult populations, including residents of rural areas, residents of urban areas with high rates of unemployment, adults with limited English language skills, and institutionalized adults, and other entities in the State concerned with adult education have been involved in the development of the plan and will continue to be involved in carrying out the plan, especially with regard to the expansion of the delivery of adult education services through those agencies, institutions, and organizations;
- describe the efforts to be undertaken by the State to assist adult participation in adult education programs through flexible course schedules, convenient locations, adequate transportation, and meeting child care needs;
- provide that special emphasis be given to adult basic education programs except where such needs are shown to have been met in the State;

- provide that special assistance be given to the needs of persons with limited English proficiency (as defined in section 703(a) of title VII of the Elementary and Secondary Education Act of 1965) by providing a bilingual adult education program of instruction in English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons, carried out in coordination with programs of bilingual education assisted under title VII and bilingual vocational education programs under the Vocational Education Act of 1963;
- demonstrate that the special educational needs of adult immigrants in the State have been examined, and provide for the implementation of adult education and adult basic education programs for immigrants to meet existing needs;
- set forth the criteria by which the State will evaluate the quality of proposals from local agencies, organizations, and institutions.

***Research, Demonstration, Dissemination,
Evaluation and Clearinghouse***

The Secretary was authorized, subject to appropriation, to conduct a variety of activities which are listed in a new section. The Secretary shall directly, and through grants and contracts with public and private nonprofit agencies, institutions, and organizations, carry out a program:

- to develop new and promising approaches and innovative methods which are designed to address those problems and which may have national significance or be of special value in promoting effective programs under this Act, including one-year grants to States to plan for the expansion of their systems for the delivery of adult education services;
- to determine, using appropriate objective evaluation criteria, which projects and approaches assisted under above clause and under section 310 of this Act have achieved their stated goals and are capable of achieving comparable levels of effectiveness at additional locations;
- to disseminate throughout the nation information about those approaches or methods pertaining to adult basic education which are most effective, by establishing and operating a clearinghouse on adult education which shall collect, select, and disseminate to the public information pertaining to the education of adults, those approaches and methods of educating adults which are most effective, and ways of coordinating adult education programs with manpower and other education programs;

- the Secretary shall directly, and through grants and contracts with public and private agencies, institutions and organizations, evaluate the effectiveness of programs conducted under section 304 of this Act;
- in addition to the responsibilities of the Director under section 405 of the General Education Provisions Act and subject to appropriations under this section, the Director of the National Institute of Education, in consultation with the Secretary, shall directly and through grants and contracts with public and private agencies, institutions, and organizations, carry out a program to conduct research on the special needs of individuals requiring adult education;
- there are authorized to be appropriated for the purposes of this section \$1,500,000 for the fiscal year ending September 30, 1980, \$2,000,000 for the fiscal year ending September 30, 1981, and \$3,000,000 for each succeeding fiscal year prior to October 1, 1983.

Special Programs for Indochina Refugees

The amendment authorized a state grant program for the education of Indochinese refugees, subject to separate appropriation.

Special Programs for Adult Immigrants

This grant program requires a separate appropriation and stipulates that 50 per centum of that appropriation must be spent on private nonprofit providers.

PROGRAM INFORMATION P.L. 95-561 (1978 Amendments)

	FY 1979	FY 1980 *
Appropriation: State Grant Program	\$90,750,000	\$100,000,000
Number of Enrollments	1,922,000	N/A

*** Additional Funds:**

\$2.5 million Indochina Refugees (Sec. 317)
\$2.5 million Immigrants (Sec. 318)
\$17.6 million Cuban and Haitians (Sec. 318)

Summary of Major Revisions

Adult Education Act, 1966—1978

The major revisions in the Adult Education Act from 1966 to 1978 are reported in this section under the headings used in the legislation. The year and public law number have been included for each of the noted changes.

Statement of Purpose

- P.L. 89-750 (1966): to encourage and expand basic educational programs for adults to enable them to overcome English language limitations, to improve their basic education in preparation for occupational training and more profitable employment, and to become more productive and responsible citizens.
- P.L. 91-230 (1970): to expand educational opportunity and encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and make available the means to secure training that will enable them to become more employable, productive and responsible citizens.
- P.L. 95-561 (1978): to expand educational opportunities for adults and to encourage the establishment of programs of adult education that will:
- enable all adults to acquire basic skills necessary to function in society,
 - enable adults who so desire to continue their education to at least the level of completion of secondary school, and
 - make available to adults the means to secure training that will enable them to become more employable, productive, and responsible citizens.

Definitions

- P.L. 89-750 (1966): *Adult*: any individual who has attained the age of eighteen.
-

- P.L. 91-230 (1970): *Adult*: any individual who has attained the age of sixteen added definitions of *academic education* and *institution of higher education*
- P.L. 93-380 (1974): added definition of *community school program*
- P.L. 95-561 (1978): *Adult*: (to be served by adult education) adds who "lack sufficient mastery of basic educational skills to enable them to function effectively in society."

Grants to States

- P.L. 89-750 (1966): established a distribution formula based on the proportion of adults in the state who had completed five grades of school or less.
- P.L. 90-247 (1968): provided a base allotment of \$100,000 for each state; federal share of the cost of programs in the Trust Territory of the Pacific Islands was set at 100 per cent
- P.L. 91-230 (1970): provided a base allotment of \$150,000 for each state; established a distribution formula based on the proportion of adults not enrolled in school and who do not have a certificate of graduation from secondary school; authorized an additional appropriation, not to exceed five per cent of the sums appropriated for programs to pay the cost of administration and development of the state plan
- P.L. 93-380 (1974): reduced the allotment for Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands from two per cent to no more than one per cent of appropriated funds. The Commonwealth of Puerto Rico was defined as a state for the purposes of this section

Eligible Grant Recipients

- P.L. 90-247 (1968): private nonprofit agencies were included as eligible grant recipients

Special Experimental Demonstration Projects and Teacher Training

- P.L. 89-750 (1966):** not less than 10 per cent nor more than 20 per cent of funds appropriated be reserved to the Commissioner to make special project grants or to provide teacher training grants
- P.L. 93-380 (1974):** 15 per cent of the state grant was to be used for special projects and for teacher training
- P.L. 95-561 (1978):** not less than 10 per cent of the state grant must be used for demonstration and teacher training. Special demonstration projects are specified as those which:
- involve the use of innovative methods, including methods for educating persons of limited English-speaking ability, systems, materials, or programs which may have national significance or be of special value in promoting effective programs under this title, or
 - involve programs of adult education, including education for persons of limited English-speaking ability, which are part of community school programs, carried out in cooperation with other Federal, federally assisted, State, or local programs which have unusual promise in promoting a comprehensive or coordinated approach to the problems of persons with educational deficiencies.

State Plan Requirements

- P.L. 91-230 (1970):** provided that special emphasis be given to adult basic education programs
- P.L. 93-380 (1974):** four requirements were added:
- programs for institutionalized adults
 - provisions for cooperation with manpower development and training programs, occupational education programs and reading improvement programs
 - not more than 20 per cent of state grant funds can be used for adult secondary programs
 - special assistance for persons of limited English-speaking ability by providing bilingual programs
- P.L. 95-561 (1978):** the law went into far greater detail in setting state plan requirements than earlier laws. These included:

- describe the means by which the delivery of adult education services will be significantly expanded through the use of agencies, institutions, and organizations other than the public school systems, such as business, labor unions, libraries, institutions of higher education, public health authorities, antipoverty programs, and community organizations;
- describe the means by which representatives of business and industry, labor unions, public and private educational agencies and institutions, churches, fraternal and voluntary organizations, community organizations, State and local manpower and training agencies, and representatives of special adult populations, including residents of rural areas, residents of urban areas with high rates of unemployment, adults with limited English language skills, and institutionalized adults, and other entities in the State concerned with adult education have been involved in the development of the plan and will continue to be involved in carrying out the plan, especially with regard to the expansion of the delivery of adult education services through those agencies, institutions, and organizations;
- describe the efforts to be undertaken by the State to assist adult participation in adult education programs through flexible course schedules, convenient locations, adequate transportation, and meeting child care needs;
- provide that special emphasis be given to adult basic education programs except where such needs are shown to have been met in the State;
- provide that special assistance be given to the needs of persons with limited English proficiency (as defined in section 703(a) of title VII of the Elementary and Secondary Education Act of 1965) by providing a bilingual adult education program of instruction in English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons, carried out in coordination with programs of bilingual education assisted under title VII and bilingual vocational education programs under the Vocational Education Act of 1963;
- demonstrate that the special educational needs of adult immigrants in the State have been examined, and provide for the implementation of adult education and adult basic education programs for immigrants to meet existing needs.

National Advisory Council on Adult Education

- P.L. 89-750 (1966): established an eight-member Advisory Committee on Adult Basic Education
- P.L. 91-230 (1970): established a 15-member National Advisory Council on Adult Education

Improvement of Educational Opportunities for Special Populations

- P.L. 92-318 (1972): added a section authorizing programs for adult Indians
- P.L. 93-380 (1974): authorized special projects for the elderly
- P.L. 95-561 (1978): authorized special projects for Indochinese refugees and adult immigrants

State Advisory Councils

- P.L. 93-380 (1974): established state advisory councils

Research, Development, Dissemination, Evaluation and Information Clearinghouse

- P.L. 95-561 (1978): subject to appropriations, the Secretary of Education is authorized to conduct directly or through grants a wide variety of programs, including:
- develop new and promising approaches and innovative methods which are designed to address those problems and which may have national significance;
 - determine, using appropriate objective evaluation criteria, which projects have achieved their stated goals and are capable of achieving comparable levels of effectiveness at additional locations;
 - disseminate throughout the nation information about those approaches or methods pertaining to adult basic education which are most effective, by establishing and operating a clearinghouse on adult education, and evaluate the effectiveness of the programs conducted under this Act.
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Selected Statistics of Adult Education State Grant Programs Aggregate United States, Fiscal Years 1965-1966, 1970, 1974-1980¹

	FY 1965	FY 1966	FY 1970	FY 1974	FY 1975	FY 1976	FY 1977	FY 1978*	FY 1979*	FY 1980
(Amounts in Thousands of Dollars)										
Federal Funds	\$3,147	\$32,562	\$37,992	\$59,526	\$87,770	\$ 67,500	\$ 71,500	\$ 80,500	\$ 90,750	\$100,000
State and Local	4,797	9,919	12,461	27,296	43,230	41,125	41,992	51,477	63,064	Not Available
TOTAL	\$7,944	\$42,481	\$50,453	\$86,822	\$131,000	\$108,625	\$113,492	\$131,977	\$153,814	Not Available

	NUMBER									
Enrollment	37,991	377,660	535,613	956,401	1,221,210	1,651,094	1,686,276	1,760,000	1,922,000	—

	PERCENT OF ANNUAL ENROLLMENT, BY SEX									
Male	—	—	43	44	45	45	45	42	45	—
Female	—	—	57	56	55	55	55	58	55	—
TOTAL	—	—	100	100	100	100	100	100	100	—

	PERCENT OF ANNUAL ENROLLMENT, BY AGE GROUP									
16-24	—	15 ²	26 ²	37	40	42	41	41	41	—
25-34	—	26	27	27	28	27	27	27	27	—
35-44	—	27	24	18	16	16	16	16	16	—
45-54	—	20	13	10	9	8	9	9	9	—
55-64	—	10	7	5	4	4	4	4	4	—
65 & over	—	2	3	3	3	3	3	3	3	—
TOTAL	—	100	100	100	100	100	100	100	100	—

¹ Information on years not listed is available—U.S. Department of Education

² Includes only 18-24 year old enrollees

* Estimated